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# PARKS PERSPECTIVE

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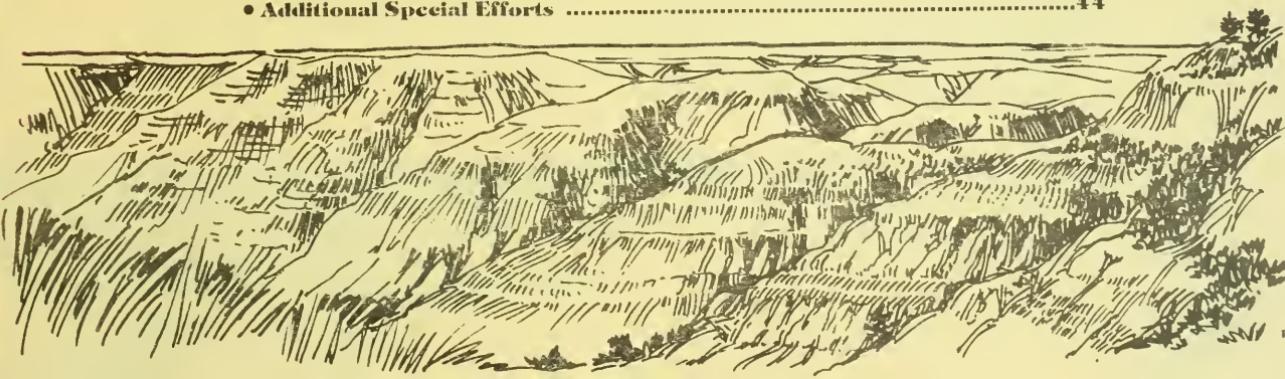
prepared by  
Montana Department of  
Fish, Wildlife & Parks  
Parks Division

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## PARKS PERSPECTIVE

# ROLES AND RESPONSIBILITIES

The Department of Fish, Wildlife and Parks is mandated by law to conserve Montana's scenic, historic, archaeological, scientific, and recreational resources for the use and enjoyment of the people. The Parks Division operation of state parks, recreational areas, monuments, fishing access sites, and recreational waterways, roads, and trails fulfills that responsibility. To a degree, management for conservation and use are contradictory goals neither of which may be allowed to predominate within the system. There is little point in conserving resources if they cannot be used and enjoyed by people, but use cannot be allowed to destroy the very thing being conserved either. Management such as land acquisition, capital construction, law enforcement, interpretation, the provision of information, operations, general maintenance, and coordination with other agencies must be carefully balanced to produce the end product--resources of value to present and future generations.

Last year we estimated that the State Park System received nearly two million visits, providing many memorable and pleasurable recreational experiences. The Parks Division also administers the federal Land and Water Conservation Fund in Montana and is responsible for snowmobile recreation management.

### The State Park System

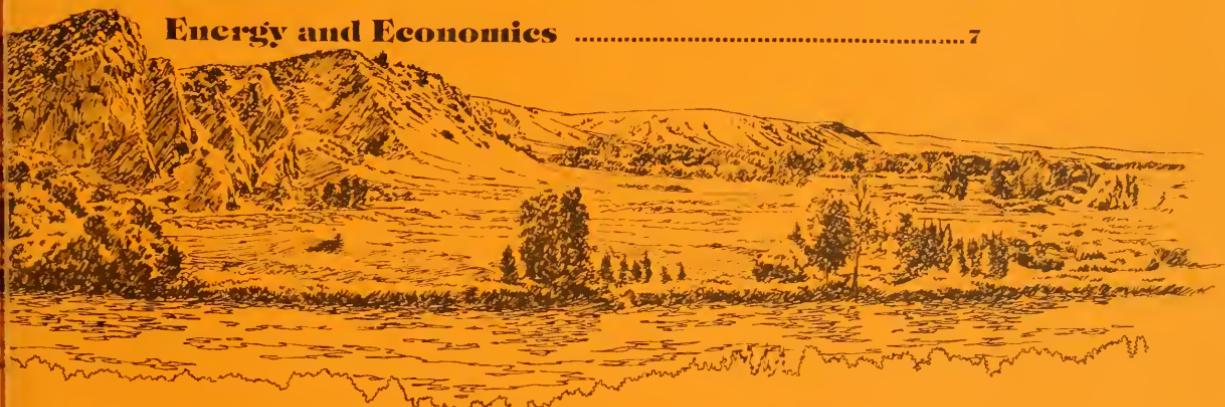
The Montana State Park System emerged as a result of concern with the benefits of tourism with major impetus being provided by the federal government through the Civilian Conservation Corps in the 1930's and the Land and Water Conservation Fund (LWCF) in the 1960's and 1970's. Making Montana's natural resources available to tourists remains an objective in the management of the Park System. However, recent years have witnessed a shift in emphasis stimulated largely by urbanization and greater environmental appreciation. The shift has been toward a park system viewed as a social service institution which, simply put, makes Montana a nicer place to visit and live.





## THE ISSUES

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### INTRODUCTION

A number of public recreation oriented issues which require special attention have been identified through both public participation and administrative analysis. A list of all concerns would be extremely lengthy and would result in each issue receiving inadequate attention. To keep this list at a workable size, four issues have been assigned top priority. These issues have been listed above and will receive special effort in the coming year.



## River Floating



Montana has an abundance of floatable scenic rivers, and the popularity of river floating is rapidly gaining momentum. Too often, the predominant and unfortunate consequence is friction between the floaters and the private landowners along their route. (See page 33)



## Law Enforcement



A minimum level of park law enforcement is an important prerequisite to widespread public enjoyment of State Park facilities. Means must be found to either increase the level of law enforcement provided by the Department's Enforcement Division, supplement the Enforcement Division's efforts, or both. (See pages 23 and 36)



## Wilderness



Primarily because of the RARE II process, the Montana Wilderness Study Act, and the Bureau of Land Management Wilderness Inventory process, wilderness has been a hotly debated topic during recent months. Although a wilderness designation pertains to federal land, the Department of Fish, Wildlife and Parks must help forge federal wilderness policy mindful of Montana's natural resources in fish, wildlife, and outdoor recreation. (See page 38)



## Energy and Economics



Leisure time outdoor activities are an integral part of our modern society. They provide a release for physical and mental stress. If our inflationary economy restricts long vacations at far away places, short-term relaxation at nearby recreation facilities will become more necessary and popular. The State Park System with its network of recreation sites is a back drop to a large part of Montana's outdoor recreation. Despite possible economic or fuel related restrictions in the future, the integrity and availability of the park system must be maintained to insure a vent for the pressures of our modern society. (See page 40)

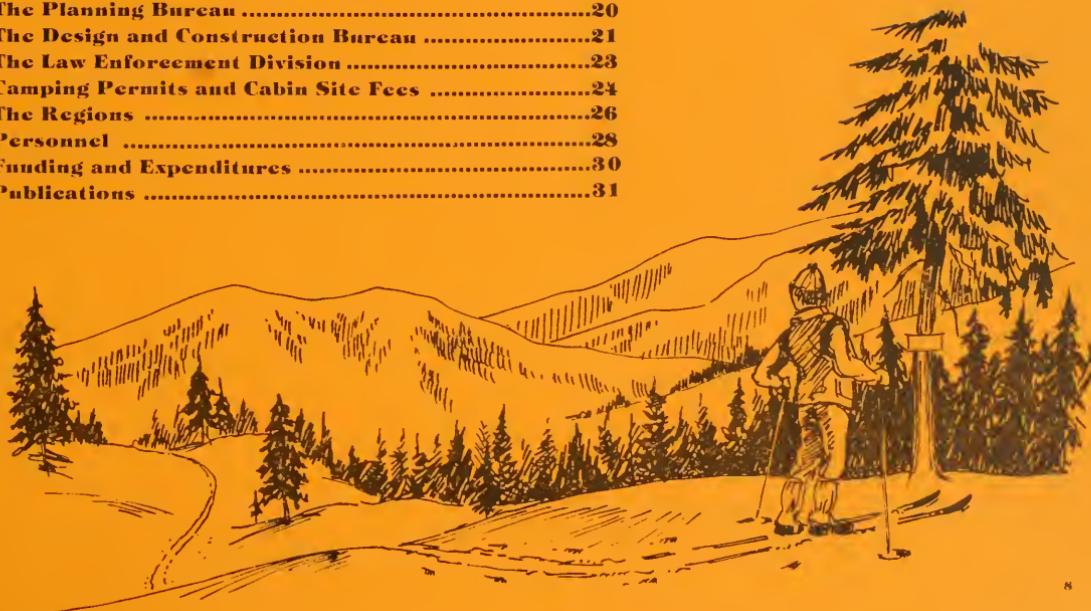


**PARKS  
PERSPECTIVE**

# **LOOKING BACK**

**July 1, 1978 through June 30, 1979**

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# Regional Offices

## STATE HEADQUARTERS

Helena  
1420 East Sixth Ave.  
449-3750

## REGIONAL OFFICES

Region 1  
Kalispell  
490 N. Meridian Road  
755-5505

Region 2  
Missoula  
3309 Brooks  
721-5808

Region 3  
Bozeman  
Route 3, Box 274  
580-5419



Region 4  
Great Falls  
Route 1, Box 243  
454-3441

Region 5  
Billings  
1125 Lake Elmo Drive  
252-4654

Region 6  
Glasgow  
Route 1, Box 210  
228-9347

Region 7  
Miles City  
Box 430  
232-4365

# Montana State Park System Visitation

Although day use at recreation sites across the state increased in 1979, total visitation at these sites, including overnight use, declined. This decline is probably due to the rapid escalation of gasoline prices and fear of gasoline shortages. The statewide figures are only estimates. We do not have a comprehensive visitor counting system. However, actual visitor counts at selected sites and an analysis of overall trends allow us to estimate total annual park system visitation. The following assumptions have been made: each visit results in approximately four recreation activity occasions; overnight visits accounted for approximately 22% of the total visitation.

## STATEWIDE PARKS VISITATION

	Visits	Recreation occasions
Calendar year 1977	2,192,045	8,768,182
Calendar year 1978	2,475,448	9,901,792
Calendar year 1979	1,905,704	7,662,816

## CHIEF PLENTY COUPS MUSEUM

	May	June	July	August	Sept.	Total
Calendar Year 1978	202	363	551	602	223	2,250
Calendar Year 1979	353	415	543	340	254	1,905

## LEWIS AND CLARK CAVERNS TOURS

	May	June	July	August	Sept.	Total
Calendar Year 1978	5,078	12,160	22,459	19,134	5,053	63,884
Calendar Year 1979	4,798	9,915	15,888	14,557	4,953	50,111

# Park System Areas

During fiscal year 1978-1979, land holdings within the System increased by 6,733 acres with acquisition through purchases, leases, gifts, and exchanges. One new state park, one new recreation area, three new state monuments, and nine new fishing access sites were added to the State Park System. Also, one lot and some acreage was added to historic Bannack State Park.

The Parks Division emphasis on acquiring land at less than market value has proven very beneficial in the continuing acquisition of Wildhorse Island State Park in Flathead Lake. This acquisition is being accomplished without expenditure of state funds by cost sharing the owner's gift of half the island's value with the Land and Water Conservation Funds. The second and third of seven parcels that comprise Wildhorse Island were purchased this fiscal year with \$550,000.00 from the Land and Water Conservation Fund.

## Additions to Park System Areas

FIGURE 1.

TYPE OF AREA	NUMBER (6/30/78)	NUMBER (6/30/79)
State Parks	9	10
State Recreation Areas	59	60
State Monuments	14	17
State Recreation Road	1	1
Fishing Access Sites	178	187
<b>TOTAL</b>	<b>261</b>	<b>275</b>
State Recreational Trails (in Sluice Boxes State Mon.)	1	1
State Recreational Waterways	5	5

ACQUISITIONS COMPLETED BETWEEN JULY 1, 1978, AND JUNE 30, 1979

FIGURE 2.

	DATE	NAME	COUNTY	ACREAGE	COST	PURPOSE
STATE PARKS	12-15-78	Wild Horse Island Addition	Lake	279.73	\$300,000	Hiking, nature study, sightseeing
	1-03-79	Bannack Addition	Beaverhead	23.08	n/c	Historic preservation
	1-08-79	Makoshika	Dawson	650.36	\$143,900	Sightseeing, camping, picnicking
	1-15-79	Wild Horse Island Addition	Lake	308.61	\$250,000	Hiking, nature study, sightseeing
	5-10-79	Bannack Addition	Beaverhead	1 lot	\$ 5,000	Historic preservation
STATE MONUMENTS	8-25-78	Council Grove	Missoula	186.0	\$140,000	Historic preservation
	10-10-78	Rosebud Battlefield	Big Horn	4663.0	\$881,200	Historic preservation
	3-14-79	Purgatory Hill	McCone	70.07 (lease)	\$25/year	Historic preservation
STATE RECREATION AREAS	8-03-78	Craig-Missouri River	Lewis and Clark	2.53	\$ 25,300	River access road
FISHING ACCESS SITES	2-19-79	Springdale Bridge/Yellowstone River	Sweet Grass	20.65	\$ 30,981	Fishing/floating
	4-15-79	Tucker Crossing/Blitzen River	Beaverl	37.8	\$ 25,000	Fishing/floating
	4-21-79	Madison River at Three Forks	Galatin	7.34	\$ 3,670	Fishing/floating
	3-21-79	Shade Bridge/Gallatin River	Galatin	6.61	\$ 25,830	Fishing/floating
	3-21-79	Clearwater Crossing	Missoula	9.32	\$ 11,200	Fishing/floating
	3-27-79	Schwartz Creek/Clark Fork	Missoula	14.03	\$ 9,000	Fishing/floating
	3-28-79	12 Mile Dam/Tongue River	Custer	26.00	\$ 45,000	Fishing/floating
	6-11-79	Martindale Reservoir	Meagher, Wheatland	26.33	\$ 52,660	Fishing/hosting
	8-25-79	Emigrant/Yellowstone River	Park	70.74	\$ 69,986.63	Fishing/floating

## a new acquisition by leasing.....

## Purgatory Hill

In 1979, an area just east of the Big Dry Arm of the Fort Peck Reservoir (in Region 6) became Purgatory Hill State Monument. The site had been previously well known in scientific circles primarily for the following reasons:

1. its formations contain bone fragments of mammals from the earliest stages of the Paleocene (or the beginning of the age of mammals);
2. it is the site of the discovery of six teeth from an animal known as Purgatorius unio. At the time, this was the oldest find of its kind, pushing primate (great apes, monkeys, and man) history far back into the Paleocene.

Besides being the actual site of the above discoveries, the Purgatory Hill monument is in close proximity to other sites of significant paleontological discovery. (Tyrannosaurus rex and Purgatorius ceratops)

Purgatory Hill offers a unique opportunity to make apparent the paleontological history of Montana.

The Department leased in February, 1979, seventy acres comprising Purgatory Hill from the Department of State Lands. The area will be managed as a state monument with emphasis on interpretation and orderly scientific investigation of Montana's paleontological heritage. Over the next several years, Purgatory Hill will be developed to include road access, and interpretive and picnic facilities.



PURGATORIUS LOOKED SOMETHING LIKE THIS

# The Coal Tax . . . . helping provide parks for Montana

As a result of the 44th State Legislature, a state coal severance revenue tax was initiated. A portion of this tax on coal extraction is distributed by formula to the State Parks program. Use of this money is limited to acquisitions of and improvements at state parks and operation of sites acquired with coal tax funds. Montanans continue to benefit from the coal tax, including the increase in their State Park System.

Although few in number, the acquisitions within the park system made with coal tax funds are high in significance to Montanans containing values which are integral to a balanced system of state parks. Only with additional sources of funds like the coal severance tax can the state afford to preserve these special values for the people of Montana.

The chart below briefly summarizes the acquisitions made since the law became effective in 1975.

Acquisitions Made With The Coal Tax			Acreage	Cost
December, 1977	Roche Jaume SRA	Custer Co.	1.0	\$ 16,600
June, 1978	Bannack SP Addition	Beaverhead Co.	1 lot	\$ 1,850
August, 1978	Council Grove SM	Missoula Co.	186.0	\$140,000
October, 1978	Rosebud Battlefield SM	Big Horn Co.	4,883.0	\$881,200
January, 1979	Makoshika SP Addition	Dawson Co.	650.36	\$143,900
July, 1979	Giant Springs-Heritage SP Addition	Cascade Co.	28.6	\$ 97,500
August, 1979	Lake Josephine (leased to city)	Yellowstone Co.	---	\$125,000

Total Acres: 5749+ acres  
Total Cost: \$1,409,050.00  
Other Matching Funds: \$83,600.00  
Coal Tax Funds: \$1,315,450.00

## 1979 Legislation changing the Coal Tax

Previously, the Department of Fish, Wildlife and Parks had the responsibility of finding and choosing areas for acquisitions made with the coal tax money. HB 550, passed by the 1979 legislature, states that any person, association, or representative of a governing unit may submit a proposal for the acquisition of a site or area that would meet State Park System qualifications. This proposal must be submitted to the Department of Fish, Wildlife and Parks by December 1 of the year preceding the convening of the legislative session.

The Fish and Game Commission shall then present to the legislature by the 15th day of any legislative session a list of areas, sites, or objects that were proposed for purchase for use as state parks, state recreational areas, state monuments, or state historical sites with the money contained in the parks account.

The legislature must appropriate funds from this account before any park, area, monument, or site may be purchased.

## New Coal Tax acquisitions

Acquisitions made through January, 1979, are described in the Parks Division Annual Report for 1977-1978 Fiscal Year Ending June 30, 1978. Two new acquisitions were made in July and August, 1979.

### Giant Springs Heritage State Park Addition

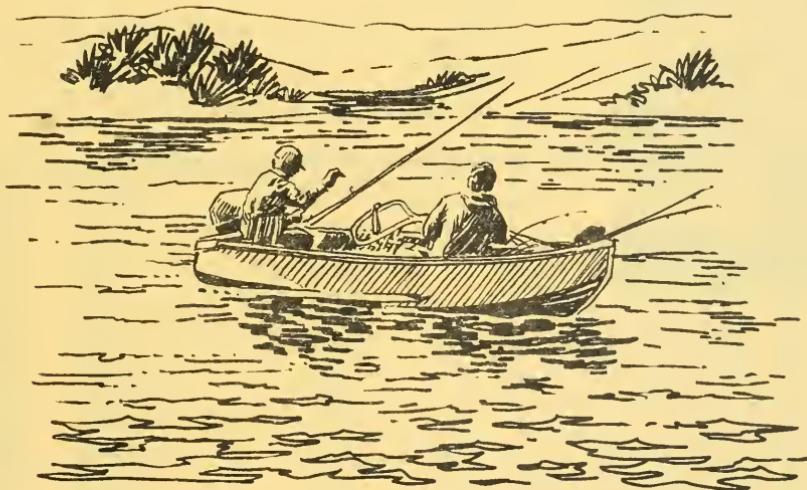
In 1979, the Montana Department of Fish, Wildlife and Parks received a request to grant an easement through Giant Springs-Heritage State Park for construction of an underground electric line to service the Weir Tracts, a proposed subdivision adjacent to the Park. Members of the Heritage Park Commission opposed the granting of the easement feeling that it was not in the best interest of the Park to have the land around it developed into residential areas.

Instead, the Department negotiated to buy the subdivision Tracts. In July, 1979, the 28.6 acres of the Weir Tracts in Great Falls were purchased by the Department using Coal Tax Funds cost shared with Land and Water Conservation Funds. This land will provide much needed open space, assure the perpetuation of historic values, and be available for future improvements.

#### LAKE JOSEPHINE

The Fish, Wildlife and Parks Department purchased a tract of land on the outskirts of Billings commonly referred to as Lake Josephine. Previously owned by an individual who had purchased it for the purpose of selling gravel, the Lake Josephine property has several open ponds that provide swimming and fishing opportunities for people in the Billings area.

Using Land and Water Conservation Funds matched with Coal Severance Tax Funds, the Fish, Wildlife and Parks Department bought the Lake Josephine property. The City of Billings then leased Lake Josephine from the State of Montana, Fish, Wildlife and Parks Department, in order to provide management for the site.



# The Land and Water Conservation Fund . . . .

## providing statewide outdoor recreation

The Land and Water Conservation Fund is a federal grants program that provides grants to the states and their political subdivisions to assist with acquisition and development of public outdoor recreation areas and facilities. Grants may be used to fund up to fifty percent of outdoor recreation project costs.

The Department of Fish, Wildlife and Parks was designated by law in 1965 as the state agency responsible for administration of the program. The Parks Division handles the program for the Department. In the fifteen years since the program's inception, Montana has received \$21,668,480 from the Land and Water Conservation Fund. With the fifty percent matching requirement, this has resulted in excess of \$43,336,960 being expended on outdoor recreation areas and facilities in Montana as a direct result of the Land and Water Conservation Fund.

In fiscal year 1978-1979, Montana's Land and Water Conservation Fund apportionment totalled \$2,613,480. Approximately 57% of Montana's 1978-1979 apportionment was obligated to local projects with the remaining 43% obligated to projects sponsored by the State of Montana (figures 3 and 4). Generally, it is the intent of the Fish and Game Commission to achieve in the long run a 50/50 local/state split in apportioning Land and Water Conservation Funds. This balance is being achieved.

FIGURE 3. STATE PROJECTS

NAME	LOCATION BY COUNTY	LWCF DOLLARS
Cooper State Recreation Area 'D'	Carbon	\$ 13,115.00
Wild Horse Island State Park, Parcel 2 / A	Lake	306,600.00
Drouillard Fishing Access Site 'D'	Gallatin	13,118.00
Chinaman's State Recreation Area 'D'	Lewis and Clark	58,790.00
Willow Creek Fishing Access Site / D	Lewis and Clark	17,375.00
Martinsdale Reservoir Fishing Access Site / D	Meagher and Wheatland	48,698.00
Mt. Hagen Sno Mo Parking 'D'	Deerlodge	8,722.50
Tucker Crossing Fishing Access Site 'A'	Ravalli	12,775.00
Makoshika State Park / D	Dawson	77,243.00
Gartside Reservoir Fishing Access Site / D	Richland	19,930.00
Shed's Bridge Fishing Access Site / A	Gallatin	13,200.00
Wild Horse Island State Park, Parcel 3 'A'	Lake	255,500.00
Brickyard Fishing Access Site / D	Missoula	4,934.22
Petty Creek Fishing Access Site / D	Missoula	9,677.00
Boulder Forks Fishing Access Site / D	Sweetgrass	10,432.00
Lake Josephine / A	Yellowstone	54,932.50
Rosebud Battlefield State Monument / D	Rosebud	6,330.00
For West Fishing Access Site / D	Rosebud	34,038.00
Emigrant Fishing Access Site 'A'	Park	34,543.50
Cameron Bridge Fishing Access Site 'D'	Gallatin	19,418.00
Weir Tracts, Giant Springs Heritage State Park 'A'	Lacrosse	32,959.50
Three Forks Ponds Fishing Access Site 'A'	Gallatin	1,186.50
Buffalo Mirage Fishing Access Site 'D'	Yellowstone	13,940.00
Kelly Island Fishing Access Site 'D'	Missoula	6,643.00
<b>TOTAL</b>		<b>\$1,130,400.72</b>
Note: 'A' = Acquisition      'D' = Development		

FIGURE 4. LOCAL PROJECTS

SPONSOR	SCOPE	LWCF DOLLARS
Lone Rock	Park	\$ 6,120.00
Hamilton	Pool Renovation	28,050.00
Ubau	Tennis Court	10,200.00
Wolf Point	Park	30,600.00
Sand Coulee	Park	4,692.00
Great Falls	West Bank Park	69,105.00
Roberts	Community Park	8,058.00
Kalispell	Three Parks	19,380.00
Fairview	Play Area	1,020.00
Haure	College Park	30,090.00
Laurel	Horseshoe Court	2,123.00
Flathead County	Helena Flats Community Park	10,200.00
Lamhert	Multipurpose	2,601.00
Belgrade	Weaver Park	17,850.00
Butte	Fr. Sheehan Park	102,000.00
Flathead County	Teen Acres Community Park	3,060.00
Flathead County	Conrad Railfields	17,340.00
Hamilton	Armory Park	30,916.00
Dillon	Farmmeadow Community Park	25,500.00
Chinook	Northside Community Park	2,550.00
Billings	Five Area Parks	62,730.00
Trout Creek	Multipurpose	5,100.00
Spotted Eagle	Recreation Area	6,375.00
Whitefish	Soroptimist Community Park	2,035.00
Glen Rose	Lake Superior Park	25,500.00
Nashua	School Park	15,300.00
Mineral County	Horse Arena	4,080.00
Broadus	Country Club	127,400.00
Stillwater County	Absarokee Park	16,355.00
Livingston	Tennis Court Renovation	10,200.00
Harlowton	Golf Course	357,000.00
Missoula County	Golf Course	236,640.00
Thompson Falls	Golf Course	157,080.00
Kilsa	Community Park	3,050.00
TOTAL		\$1,445,300.00
* * * * *		
AMENDMENTS		
Superior	Eva Horning Community Park	1,957.41
Rudyard	Tennis Courts	628.41
Billings	Millcreek Park	700.00
Cut Bank	Recreation Complex	6,220.00
Sheridan	Tennis Courts	3,862.41
Eyegate	Multipurpose Park	1,227.00
Browning	Recreation Facility	500.00
Westby	Town Park	4,386.00
Manhattan	Town Park	1,781.00
Electric	Map Avenue Park	1,984.50
Missoula	-, , Grass Park	65.99
Medicine Lake	Tow. Park	4,090.00
Bozeman	Lindley Park	2,492.88
Miles City	Bender Ballfield Complex	7,582.05
TOTAL		\$ 37,778.65
=====		
		\$1,483,078.65



# The Snowmobile Program . . . a dimension of winter recreation

In fiscal 1979, approximately \$180,000.00 were expended on operation, maintenance, development, and the administration of Montana's snowmobile program. Development of snowmobile trail head facilities, clearing and marking of snowmobile trails, and maintaining of trail head facilities were major efforts undertaken and accomplished during the 1978-79 snowmobile season. Included is a list of those projects which took place in 1978-79.

The 1979 legislative session enacted several pieces of legislation which impacted the state's snowmobile program. The most significant of these was an amendment to previous legislation which had earmarked 3/10 of one percent of Montana's distributors gasoline tax for development, operations, and maintenance of public snowmobile facilities and for promoting snowmobile safety and education. As a result of the 1979 session (SB 172), 5/10 of one percent is now earmarked for these purposes. The increased percentage of the distributors gasoline tax will result in approximately \$80,000.00 additional dollars being available annually to the Parks Division.

The following is a listing of projects undertaken last year benefiting directly from the snowmobile fund.

## SNOWMOBILE PROGRAM EQUIPMENT ACTIVITY

Purchased 1 Thiokol 2100 Packmaster  
Purchased 1 Thiokol Imp  
Purchased 1 Skidoo Alpine Double Track  
Purchased 1 S&W Trail Groomer  
Leased 1 Bombardier SW274  
Contracted for grooming at Cooke City: 60 miles/week

FIGURE 5

	LOCATION	COST	SCOPE
TRAIL GROOMING	West Yellowstone	\$ 52,455	150 miles
	Cooke City	\$ 7,884	60 miles
	Seely Lake	\$ 31,702	100 miles
	Holiday	\$ 2,450	60 miles
	Dillon	\$ 3,960	30 miles
	Sweet Grass County	\$ 1,000	30 miles
	Missoula	\$ 3,151	50 miles
	Flathead County	\$ 15,705	100 miles
	Bozeman	\$ 1,184	50 miles
DEVELOPMENT	Garnet	\$ 10,000	-----
	West Fork Bitterroot	\$ 2,300	Parking
	Superior	\$ 3,700	Parking
	Townsend	\$ 10,000	Sigma
	Derby	\$ 520	Parking
	Mt. Haggan	\$ 19,295	Parking
PLOWING	Lewis and Clark County	\$ 1,000	Parking
	Dillon	\$ 8,209	4 lots
	Cooke City	\$ 2,394	1 lot
	Waldron Creek	\$ 230	1 lot
	Derby Area	\$ 322	2 lots
	Mt. Haggan	\$ 1,000	1 lot

# Changing Responsibilities .... new legislation in 1979

The 46th State Legislature met in fiscal year 1979 and passed the following legislation relating to Parks:

## DEPARTMENT NAME CHANGE

HB 145 was introduced at the request of the Department. It changed the name from the Department of Fish and Game to the Department of Fish, Wildlife and Parks, becoming effective July 1, 1979.

## COMMISSION ACTIVITIES

HB 648 was introduced by persons interested in Department activities. It sets forth further requirements for appointments to the Fish and Game Commission, particularly as they relate to outdoor recreation and outdoor recreational resources. It also adds under section 87-1-209 Department authority to acquire land for state parks and outdoor recreation. This was already covered under other sections but helped to consolidate and better define the Department's responsibilities.

## TAX INCREASES

HB 63 passed to increase the gasoline license tax and the tax on diesel fuel and volatile liquids by 1 cent. It has a self-destruct clause in two years.

## RECOGNIZING CHAMPION INTERNATIONAL

HJR 18 recognized and expressed appreciation for the efforts of Champion International in conservation of Montana's scenic and recreational resources by the donation of properties at Salmon and Placid Lakes.

## ANTIQUITIES REVIEW BOARD

HB 785 contains a complete revision of the laws relating to antiquities. It establishes a preservation review board consisting of nine members appointed by the governor. There is a transition period for the review board to establish itself. Definitions are set forth as to what are: antiquities permit, heritage property, paleontological remains, registered property, and what a state agency is. The duties of the review board are set forth; the duties of a historic preservation officer are set forth; requirements for heritage properties are established; manner and method of issuance of permits; environmental review process is established; method of denying application, reporting of discovered heritage properties; and a provision relating to the reproduction or sale of heritage properties is set forth.

For other 1979 legislation related to parks, refer to these sections.

The Coal Tax

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Lewis and Clark Caverns Litigation

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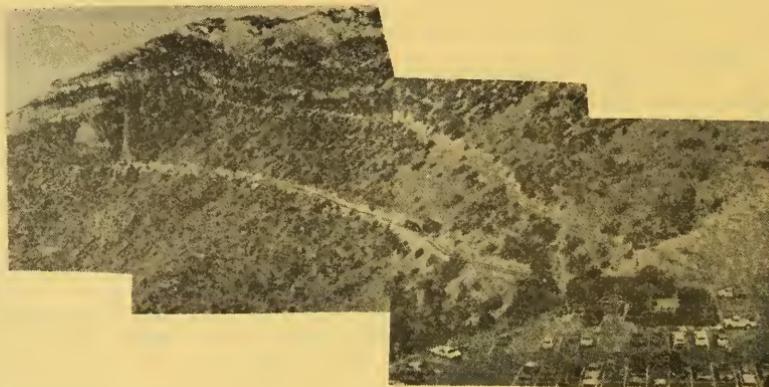
The Design and Construction Bureau

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## LEWIS AND CLARK CAVERNS LITIGATION

The mini railroad and passenger tram at Lewis and Clark Caverns State Park was a subject of debate during the 46th (1979) Legislative Session.

In 1946, when the Caverns were under the jurisdiction of the State Park Commission, a 25-year renewable agreement was signed granting the Link Brothers exclusive commercial privileges at the Park. Under the terms of the agreement, the Link Brothers constructed a Cafe-Curio shop and a train/tram system to transport visitors to and from the cave. The agreement was automatically renewed in 1971 and will not expire until 1996.



In 1950, through a supplemental agreement signed by the State Park Commission, the state assumed responsibility for the operation of the train and tram. The State agreed to reimburse the cost of the Link's original investment in the train and tram (\$15,915.87) and to pay the Links a percentage of the railroad fares it collected. The state assumed operation in 1950 and found it necessary to replace the lift equipment and the train in 1953.

In 1973, the tramway had to be shut down because the iron gears of the lift equipment were breaking and the lift had been declared unfit by the Montana Passenger Tramway Safety Board. Since that time, cave visitors have used a foottrail to walk from the Park Headquarters to the upper cavern entrance. When the mini railroad was in need of extensive repairs in 1975, it was also taken out of service and the cave visitors walked back to the Headquarters when returning from the cave.

After the train service was discontinued, the Fish and Game Commission voted to cease paying royalties to the Link Brothers. In 1976, the Links filed suit in State District Court, demanding that the Department restore the tram and train service and their payments in accord with the contract. The Links contended that the state had no choice but to pay the royalties, whether or not the equipment operated. They also contended that the absence of a train/tram cut down visitation and, therefore, hurt their business. The 1950 supplemental agreement required operation of the equipment in a way that encouraged public use of the other concession facilities.

The Department was at an obvious decision point. Would it invest in repairs, new equipment, or some other alternative? User surveys taken each year since 1974 indicated that most visitors enjoyed walking to the cave. Therefore, the Department chose to develop the trail system rather than restore the train/tram service, feeling that the trails were more appropriate to the park setting. Trail surfacing, resting areas, and interpretive signs were installed and plans were made to provide special transportation services for the handicapped.

There has been litigation over the contract in the past. In 1971, the Fish and Game Commission (which inherited the problem when it received the parks system in 1965) challenged the original contract's renewal after expiration of its first 25-year term. The Supreme Court ruled the contract valid and binding until 1996.

The latest ruling (1979) requires that the state return the tram and train to service by February, 1981. This is to be performed at state cost. Once the work is completed, the equipment must be turned over to the Links to operate. The Links are to receive it at no cost, but will assume operations responsibility and costs, and will receive the fares.

Compliance with the Supreme Court order required a legislative appropriation. After a cost estimate for the work required, the Department asked that a \$275,000.00 appropriation be amended into an existing construction bill. The legislators agreed and included it in HB 824.

Mr. Link and his attorney were present during the committee hearings and indicated they would rather negotiate a cash settlement than operate a tram and train. Four hundred thousand dollars (\$400,000.00) was included in another construction bill (HB 417) for the purpose of a buy out for the Link Brothers. This amount was later amended to \$265,000.00. Much debate in both houses culminated in the Department receiving two separate appropriations. HB 417 appropriated \$265,000.00 from the Long Range Building Fund to buy out the Links' interest in the tram and train. HB 824 appropriated \$275,000.00 from the Renewable Resource Development Act Clearing Fund Account to rebuild and return the equipment to the Links as required by the court order. Each bill was written so that it would become void if the other one was selected.

Subsequently, the Links rejected the \$265,000.00 settlement offer and the Department is now proceeding to have the equipment restored to service.

The economics of the train/tram conflict are significant. The Links' original investment was \$15,915.87. Since 1950, the Links have had no costs or responsibility for the equipment. In that time, the state paid them \$310,197.34. In addition to assuming operating costs since 1950, the state will provide \$275,000.00 to restore the equipment. The Links may operate it for profit until 1996.

They will also continue to operate the Cafe-Curio Shop, a facility which they built but the Department bought and maintains. The Link Brothers have exclusive concession rights to private commercial activities at the Caverns. The Department receives 10% of their gross proceeds in return.

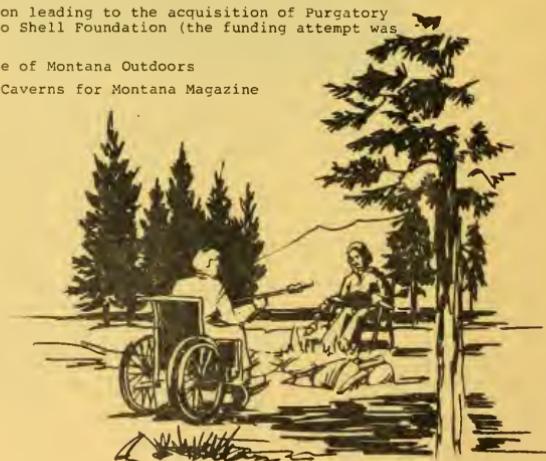
## The Planning Bureau . . . . discovering recreation information

The Department of Fish, Wildlife and Parks is the state agency responsible for the maintenance of the Statewide Comprehensive Outdoor Recreation Plan (SCORP). In March, 1978, the SCORP covering the period through 1983 was finished and approved by the Governor and the Heritage Conservation and Recreation Service and received the endorsement of the U.S. Fish and Wildlife Service. In the fiscal year 1979, this SCORP was distributed to interested agencies within the state and nation.

Two inventories were completed during the last fiscal year—the Urban Recreation Facility Inventory and the Directory of Outdoor Recreation Services for the Handicapped in the State of Montana. In addition, a nonresident travel survey sponsored through the Old West Regional Commission was started.

Other planning duties undertaken included:

- preparation and delivery of a slide series on the history of Montana State Parks
- preparation of parks' portion and coordination of "Design For Tomorrow," the executive summary of SCORP
- preparation of articles, editing, and coordinating layout of Montana Outdoors special parks issue released in December, 1978
- conduction of field research on cross-country skiing
- assistance on the development of the Wild Horse Island Management Plan completed in spring, 1979
- coordination and participation in management study of Lone Pine State Park
- preparation of the Rosebud Management Plan which is still underway
- research, text preparation, and coordination leading to the acquisition of Purgatory Hill State Monument and funding proposal to Shell Foundation (the funding attempt was unsuccessful)
- preparation of articles for Fall 1979 issue of Montana Outdoors
- preparation of article on Lewis and Clark Caverns for Montana Magazine



## **The Design and Construction Bureau . . . improving park facilities**

During Fiscal Year 1979, approximately 37 projects within the State Parks System were improved under the Long Range Building Program. Many other sites were in various stages of planning for future improvements. The Department continued to be active in the development of management plans at existing and recently acquired areas to assure multiple recreational use and to provide for orderly development and a cohesive future for the sites.

Also of significant impact on our construction activities were the processing of many types of permits required prior to construction. These included, but were not limited to, The Corps of Engineers 404 permit, Hydraulic permit, Flood Plain Management Regulations, Lake Shore Preservation, Preliminary Environmental Reviews, Historical Society approvals concerning archaeological investigations (Executive Order 11593), Encroachment permits, and Federal grant applications. Time restrictions to implement all of these permits and applications lengthened the periods required for completion of construction. A time-consuming beginning for construction is caused by the selection process for hiring engineering consultants by the State Board of Examiners which can take up to 5 months.

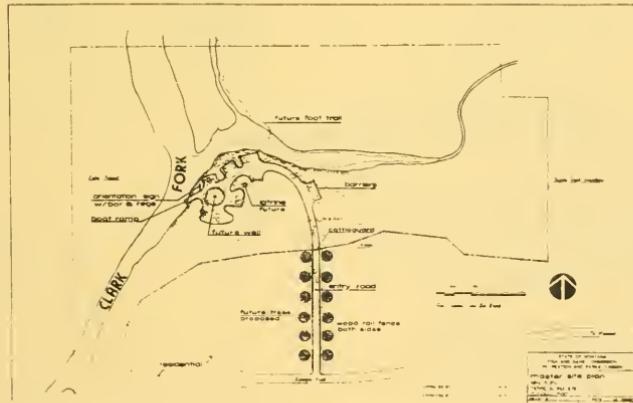




FIGURE 6: FY '79 DEVELOPMENT PROJECTS

SEI#	PROJECT	COMPLETION DATE	ESTD
Bearpaw Reservoir FAS	Road Improvement	11-01-78	\$ 12,500
Cablestring TAS	Road Improvement	09-10-78	24,000
Lightning Ford FAS	Road Improvement	08-01-78	15,000
104 Island FAS	Road Improvement	11-25-78	30,000
Lost Creek Game Building	Parking, Landscaping	10-25-78	110,000
Forest Grove FAS	Road Improvement	04-10-78	15,000
Gartside	Irrigation	10-01-78	9,500
Kelly Island	Roadwork, Boat Ramp	10-05-78	16,500
James Kipp SPA	Admin./Caretaker Site	11-01-78	10,000
Kokanee Creek FAS	Roadwork	08-01-78	15,000
Rocky Creek SPA	Signs/Line	08-01-78	7,500
Seven Sisters TAS	Road Improvement	11-25-78	15,000
Staircase Boxes SM	Parking, Fence	12-29-78	17,000
Sportsman's Bridge TAS	Road Improvement	12-11-78	6,500
Tenkettle	Road Improvement	09-01-78	11,000
Terrainet Lake TAS	Road Improvement	01-02-79	8,800
Yellow Garden FAS	Road Improvement	09-01-78	7,500
Varney Bridge FAS	Road Improvement	08-01-78	14,000
Heartouth	Roadwork, Campground Lsp.	06-25-79	64,000
Lewis & Clark Caverns SP	Water System	08-15-78	130,000
Pictograph Cave SP	Interpretive Signs, Landscaping	12-01-78	10,000
Chimney's	Campground Roadwork	under construction	100,000
Heritage SP	Roadwork, Day Area	08-25-79	150,000
Marshall Bridge	Inter., Trail, Bridge, Parking	under construction	136,000
Painted Rocks	Water System	11-01-78	7,500
Dog Town	Interpretation	02-01-79	17,000
Madison Buffalo Jump	Fence	10-01-78	3,000
Leskette	Lattice	06-01-79	5,000
Shoreline	Scenic, Fence	08-01-79	25,000
Gartside	Irrigation	under construction	7,000
Willow Creek	Roadwork	08-01-79	9,000
California Creek	Roadwork	10-01-79	16,000
Makoshika SP	Road Improvements	under construction	145,000
Lake Josephine	Cleanup		4,000

1979 DESIGN AND CONSTRUCTION LEGISLATION (Passed by the 46th State Legislature)

HB 903 appropriated \$276,000 for improvements at Giant Springs Heritage State Park. Funding was as follows: \$138,000 from the Heritage Conservation and Recreation Service Account; \$69,000 from private donations from the Great Falls based Heritage Park Commission; and \$60,000 from the State Resource Indemnity Earmarked Revenue Account.

HB 556 was an appropriations bill for \$145,200 to Makoshika State Park for emergency road repair. Half of the money is from State Parks Federal and Private Revenue Account; half is from the Coal Tax Fund.

HB 417 was the State Long Range Building appropriations bill which included the following parks projects: Miscellaneous Coal Tax park improvements--\$100,000; fishing access site improvements--\$250,000; snowmobile facilities development--\$25,000; Black Sandy recreation area--\$195,000; Roche Jaune recreation area improvements--\$15,000. Half of the money is to come from state sources, half from federal matching moneys (LWCF). HB 824 is an appropriations bill for projects from the Resource Development Clearance Account. Subsection (11) provides grants for improvement projects at Lambeth recreation area--\$50,000 and at Lost Creek State Park--\$87,500.

## The Law Enforcement Division . . . protecting the parks

The Department of Fish, Wildlife and Parks has its own Enforcement Division with jurisdiction in parks enforcement. Enforcement Division wardens, however, have responsibility in many other diverse areas of Department concern. In 1978, from Memorial Day through Labor Day, special Enforcement effort was provided at Canyon Ferry Reservoir. Every weekend and holiday saw a crew of at least two wardens who devoted their time to boating and parks enforcement. The result was an impressive record for Canyon Ferry, but caused complaints of other duties being neglected by the participating wardens. Department wardens are available to answer park law enforcement calls and they will patrol park areas in conjunction with boating and fishing patrol. However, the Park System has a greater demand than the Enforcement Division can presently provide.

A concept which is not new, but gathering momentum, is the ex-officio program. This program trains Department employees who are not in the Enforcement Division to be minimally proficient at law enforcement techniques, and authorizes them to enforce the same laws as the Department wardens. Since most park facilities are visited quite often by Park Division employees, it seems reasonable to assume that if these employees were proficient at park law enforcement, matters could improve. An expanded ex-officio program would not relieve the Enforcement Division of its responsibility in parks enforcement, but the two could complement each other.

Experimentation with new management techniques to meet the growing demand for maintenance and enforcement have continued through 1979. For the second successful year, private security services have been contracted for Giant Springs Heritage State Park near Great Falls. County Sheriff's offices across the state are aware of, and are becoming more involved with, parks enforcement assistance. Another experimental technique involved a "park ranger" concept at Wildhorse Island on Flathead Lake. This rugged island with its herd of bighorn sheep and trophy mule deer has always attracted human visitors, but since 1978, when it began its transition to public ownership, it has become even more inviting. To be prepared for potential problems, a seasonal employee trained in law enforcement (at the Department's ex-officio school) was assigned to the island for the summer. This effort proved very effective for both park maintenance purposes and law enforcement.



# **changes for better service . . . Camping Permits and Cabin Site Fees**

## **A Camping Permit Increase**

Increasing inflation and maintenance costs brought about a reevaluation of the camping fee program and a decision to raise the fees. For the summer season of 1979, the overnight camping fee went from \$1.00 to \$2.00 per night at primitive sites and to \$3.00 per night at more developed sites. The \$10.00 season camping permit rose to \$20.00 and became available only to Montana residents. The \$1.00 charge for the senior citizen's Golder Years Pass remained the same.

A review of the camping permit sales totals for 1978 and 1979 reveals changes in the number of overnight permits and season permits sold. A comparison of 1978 and 1979 statewide summer season camping permits showed that the sale of overnight permits decreased by 8% and the sale of season permits decreased by 59%; but the amount of money collected increased by 32%.

Two variables that influenced these figures included: the shift of previous out-of-state season pass buyers to overnight pass buyers and the changes in travel patterns due to the fuel situation.

## **A Cabin Site Fee Increase**

Cabin sites are leased to the general public at three reservoirs: Canyon Ferry Reservoir (266 sites), Deadman's Basin (47 sites), and Painted Rocks Reservoir (23 sites). Prior to 1979, fees ranged from \$35.00 to \$100.00 depending upon the age of the lease agreement and the desirability of the cabin site.

Efforts were initiated in the spring of 1979 to determine the feasibility of increasing the cabin site fees at Canyon Ferry Reservoir. These efforts included contracting with an economic consultant, consulting with appraisers for professional advice, and close coordination with the Board of Directors and negotiating committee of the Canyon Ferry Recreation Association. Two public meetings were held at Canyon Ferry to present and revise proposals. These were followed by presentation of the final proposal to the Fish and Game Commission in August, 1979, for adoption.

Beginning on September 1, 1979, the cabin site leases on Canyon Ferry are being renewed at \$200.00 per year through 1980. Each year after 1980, the fee will be increased by \$10.00 per year; (1981-\$210.00, 1982-\$220.00, etc.). In addition, there is now a \$75.00 fee required when each lease is renewed; a \$100.00 fee for transfer of any interest in a lease; and a \$10.00 construction permit.

FROM: FISH AND GAME COMMISSION MINUTES  
BOOK 4, PAGES 285 AND 286

25. CANYON FERRY CABIN SITE POLICY -- (See Items 18 and 20) -- Discussion on this policy was heard earlier in the day and action postponed.

MOTION, Mr. Hegstad: "I move to adopt the Canyon Ferry Cabin Site Policy with Item 5 modified to \$10 lease increases per year; and a Citizens' Advisory Council, comprised of Canyon Ferry cabin owners, be consulted when the rate structures are reviewed every five years. Said policy to read as follows:

1. Cabin site lease income will pay for direct cabin site management costs and will contribute to public recreation area maintenance.

2. Annual cabin site lease fees entitle lessees to occupy and use the sites in accordance with lease conditions. The annual rental fee does not purchase services, except for the present level of road maintenance and the continuation of the cabin site boundary survey.

3. Existing lease obligations will be honored.

4. Beginning September 1, 1979, cabin site leases will be renewed at \$200 per year for leases expiring in 1979.

5. Each lease renewal occurring after 1979 shall be renewed at the applicable rate listed on the following fee schedule. The 10-year schedule will be included in the lease.

1980	\$200	1988	\$280
1981	\$210	1989	\$290
1982	\$220	1990	\$300
1983	\$230	1991	\$310
1984	\$240	1992	\$320
1985	\$250	1993	\$330
1986	\$260	1994	\$340
1987	\$270		

6. The entire rate structure will be reviewed in 1984 and each five years thereafter. The review in 1984 will set the annual rates for years 1995 through 1999. The review in 1989 will set the rate for 2000 through 2004, etc. The rate structure will not be changed in the future until all lessees have been notified and given ample opportunity to comment. During such reviews, factors to be considered will include, but not necessarily be limited to: (a) economic trends, (b) the cost of cabin site administration, (c) the cost of Park Division Canyon Ferry operations, and (d) the cost of additional cabin site services, if any.

7. In addition to the annual rental fee, lessees will be assessed additional fees for special services in accordance with the following schedule:

(a) Renewal Fee - \$75.00; required when each lease is renewed.

(b) Transfer Fee - \$100.00; each lessee wishing to transfer any interest in the lease to another party will be assessed this fee.

(c) Construction Permit - \$10.00; this fee will be assessed to lessees who, under provisions of the lease, wish to alter or improve their sites or structures."

Seconded by Mr. Sherron. Carried.

# The Regions . . . meeting recreation needs across the state

## Region 1

Along with continuing the summer boating and camping programs, the region was also involved providing ice hockey rinks, plowing parking lots for winter ice fishing areas, and grooming 1,000 miles of snowmobile trail.

Wildhorse Island had a summer seasonal ex-officio warden whose duties included law enforcement, public relations, and observation of the island wildlife. A volunteer assisted the ex-officio warden. Two boats were available for maintenance, patrol, and transportation.

## Region 2

A new roof with shingles was installed on the Superintendent Wier's House in Granite with funding assistance from the Montana Ghost Town Preservation Society.

A recreation user study of the upper Clark Fork River Basin was completed with a U of M graduate student to gather basic data for minimum water flow criteria.

Snowmobile grooming projects were started in the communities of Lincoln, Seeley Lake, Missoula, and Garnet.

The Blackfoot River Recreation Corridor project is now a reality. The Department and affected landowners have entered into a five-year management agreement. The river corridor continues to be very popular.

Work on the Fort Owen Historical Site consisted of renovating an old cabin of the 1860's period and placing a shed roof over the old root cellar.

## Region 3

Numerous contacts were made regarding potential fishing access sites. In several instances, acquisitions were made.

At Canyon Ferry, accomplishments included: the renovation of the Indian Road irrigation system, the Special Wardens Patrol during the summer of 1978, the Y/C Program with primary emphasis on the rehabilitation of the West Shore day-use sites, visitor use studies, contracted rubbish collection, public in-put for long-range development planning at Silos, completion of improved facilities at Hellgate and developing new ice fishing regulations at the causeway fishing access site.

Negotiations were made with the Canyon Ferry Recreation Association for an increased lease-rate schedule, increased road patrols for road maintenance, including snow removal and completion of lot surveys on the East Shore. Concession administration included long-range planning to upgrade the concession areas.

At Bannack State Park, the self-guiding brochure was revised and planning was done regarding Bannack Heritage Days and a television documentary, "Hidden Places." Also, the program of acquisition and preservation continued.



A NEW SHINGLE ROOF WAS PUT ON THE SUPERINTENDENT'S HOUSE IN GRANITE.

At the Mt. Haggan Management Area, work was completed on a snowmobile access parking lot at California Creek. An archaeological resources inventory and analysis was completed.

At Lewis and Clark Caverns, work continued on major interpretive displays and special projects were initiated to gather information on Cavern history and geology. Major operations and maintenance activities included painting of Cavern's buildings, partial revision of cave lighting system and construction of boardwalks along portions of nature trail.

#### Region 4

The night closure at Giant Springs State Park, initiated during the last fiscal year, coupled with increased enforcement patrols by a private security service, have been effective in reducing park vandalism. Groups of 50 persons or more are now required to obtain a permit for Giant Springs. A refundable \$50.00 cleaning and damage deposit is collected prior to issuance of the permit. This system has been quite successful and no deposit has been forfeited to date.

The "pack-in, pack-out" garbage policy initiated in FY 77 was scrapped in all but the most remote sites in Region 4. It appears as though the cost in time and money spent sifting garbage from the "other material" in the toilet vaults exceeds that money saved through the reduction in garbage handling, (not to mention smelly, angry caretakers). Many septic tank pumpers refuse to pump toilets filled with cans, bottles, etc.

Facilities at many Region #4 sites were repainted to conform to the new park colors. Others will receive a "face lift" next season. Repaints for outdated, deteriorated or missing signs were ordered. Salvageable signs were repainted to conform to new color codes.

Severe ice damage followed by low water caused the boat ramp at James Kipp to be unusable for much of the boating season. However, other state sites on the Wild and Scenic lower Missouri River received increased use according to BLM reports.

#### Region 5

Major activities this year in the region included beginning renovation of Chief Plenty Coups' house at Plenty Coups State Monument; acquisition, planning and cleanup of Lake Josephine for the City of Billings; Deadman's Basin campground extension development; Natural Bridge trail completion and construction of a bridge spanning the Boulder River; court action on legal access at the Boulder Forks Fishing Access Site and development of Pelican Fishing Access Site at Greycliff.

Fuel consumption definitely played a major role this past year in use patterns in Region 5. Many additional hours were spent this summer at Cooney Reservoir and Deadman's Basin on facility maintenance due to the increase in public use. Visits to Pictograph Caves State Monument were up 20% over last year - some 60,000 visits. Chief Plenty Coups State Monument reported a slight increase over the last three years. In general most fishing access sites received normal use with some areas reporting greater visitation than usual.

Disaster relief areas also kept personnel in Region 5 busy with new construction meetings and paper work.

The Bighorn River access sites still remain unused pending more court action.

#### Region 6

Materials for Gartside FAS were purchased and delivered to YACC Camp at Glasgow AFB. Due to closure of this camp, the free labor we'd anticipated was lost. The materials were then transferred to Sidney to await contract letting.

A new boat ramp was completed at Nelson Reservoir SRA.

Traffic counters were installed at several sites.

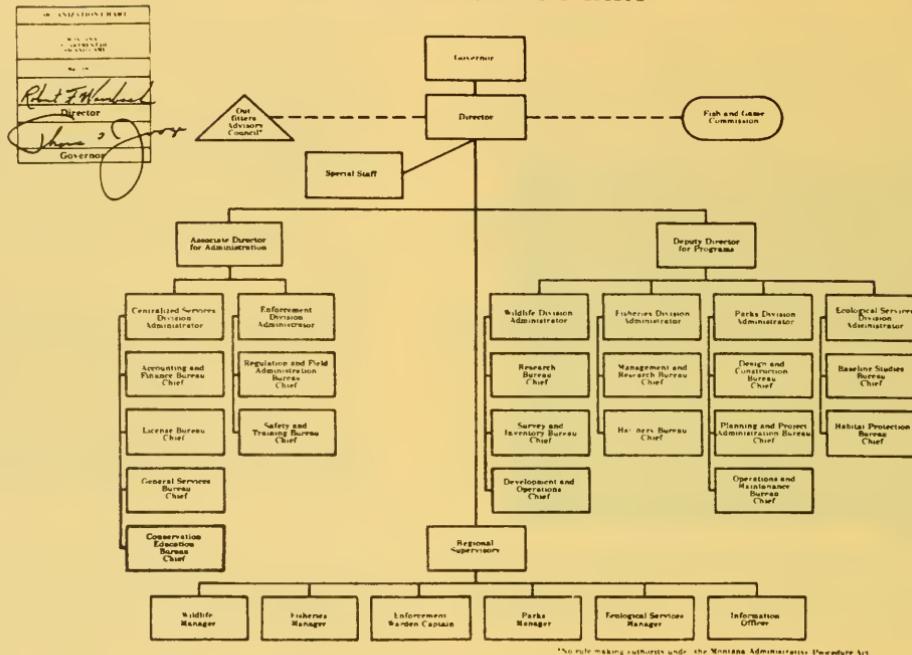
Shelter construction was completed at Rock Creek.

#### Region 7

Road and boat ramp construction projects were completed at Elk Island and Seven Sisters Fishing Access Sites. In September, a washout closed the road at Makoshika State Park. Repairs were made the following spring. Johnson's Dam also washed out in September. In April, at a meeting held to draw up plans for the reservoir, a 600-signature petition was presented to the Director asking that the Department repair the dam structure and take over management of the site.

Other miscellaneous activities included the formulation of a trailer storage plan at Hell Creek, the planting of trees at several sites and a YCC project group that cut and piled brush and painted at East and West Rosebud State Recreation Areas. Fees were collected for the first time at Intake Fishing Access Site. Rosebud Battlefield State Monument and Twelve-Mile Dam Fishing Access Site were purchased and added to the State Parks System.

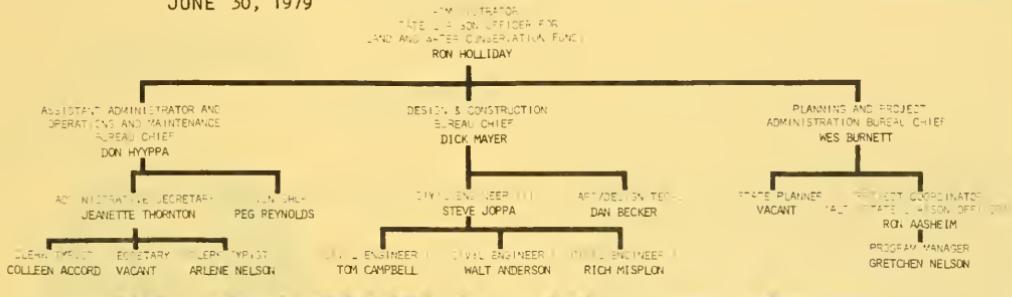
FIGURE 7.

MONTANA DEPARTMENT OF FISH AND GAME  
ORGANIZATIONAL CHART

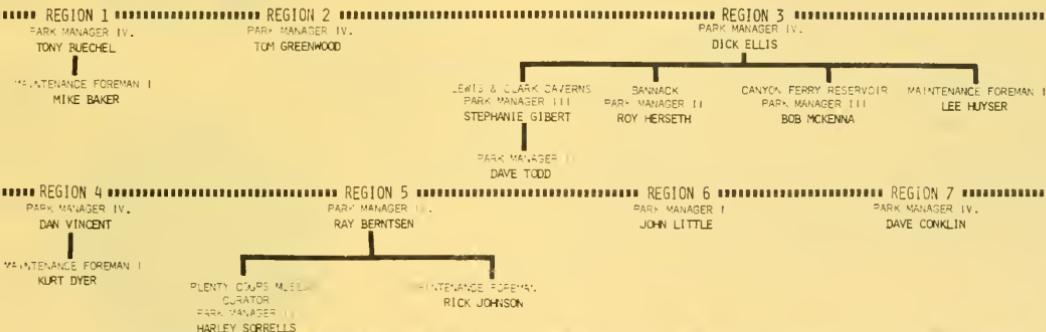
The above figure portrays the organization of the Department of Fish and Game on June 30, 1979. This includes the Department's relationship to the Governor and to the Fish and Game Commission. On July 1, 1979, the name of the Department changed to the Department of Fish, Wildlife and Parks. Figure 9 portrays the organizational relationships within the Parks Division and the personnel who filled the positions. This provides a historical reference of the responsibilities of various Division employees.

## **Personnel Changes in the Parks Division in 1979**

• FIGURE 8. PARKS DIVISION PERSONNEL CHART  
JUNE 30, 1979



STAFF RELATIONSHIP THROUGH DEPT. OF FISH, WILDLIFE & PARKS  
REGIONAL SUPERVISORS

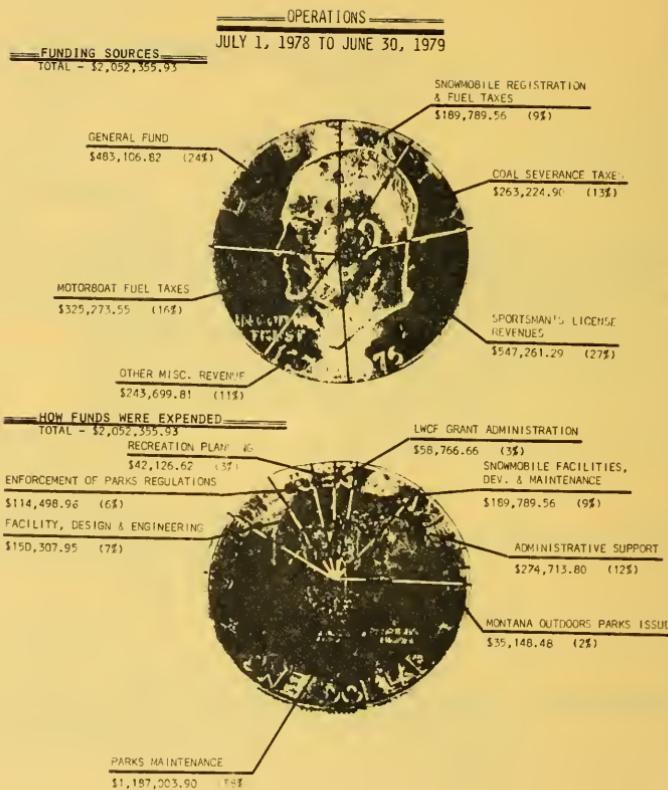


Several personnel changes occurred during the fiscal year. Dan Vincent transferred from Park Manager IV of Regions 6 and 7 to the Park Manager IV of Region 4. John Little became Park Manager I for Region 6. Dave Conklin left his position in Helton as State Planner to become the Park Manager IV of Region 7. Walt Anderson was promoted from CETA draftsman to permanent Civil Engineer. Dan Becker started in July 1978 as draftsman. His position was upgraded in March to art/design technician.

The secretarial staff also changed considerably during the year. At the end of the fiscal year, Pam Crocker's secretarial position was vacant, being filled by Sharon Stark and Kathee Kunner in the interim. Pat Rutherford left and two new clerk typists were hired - Arlene Nelson and Colleen Accord. Suzan Lane held Pat's position for a while prior to Arlene's hiring. Aggie Wisner, who transferred to the Fisheries Division, formerly held Colleen's job.

# Funding and Expenditures

FIGURE 9.



# Publications

## FISCAL YLAR 1978-1979 PUBLICATIONS

Listed below are the major new publications completed by the Parks Division July 1, 1978 through June 30, 1979.

• 78-79 Site Protection Project. FAS Statewide. Helena: Montana Department of Fish and Game, Nov. 1978.

• Wild Horse Island Management Plan. Helena: Montana Department of Fish and Game, Feb. 1979. 500 copies.

Montana Outdoors - Special Parks Issue, Vol. 9. No. 7, January 1979.

"The Long Road to Riches: The Development of Montana's State Park System", David G. Conklin, pp. 2-8

"Park System Ingredients: Many Parts Make the Whole", G. Wesley Burnett and Don Hyppa, pp. 9-12.

"The Land and Water Conservation Fund: Do You Know What It Does for You?", Ron Aasheim, Ron G. Holliday, pp. 24-27.

"Montana's Snowmobile Program: A New Dimension in Winter Recreation Management", Ron Aasheim, pp. 78-81.

"Montana Recreation Guide", Dan Becker Insert between pp. 18 and 19.

"Turning Money into Management: Financing State Parks", G. Wesley Burnett and Don Hyppa, pp. 32-34.

"A Look to the Future: Our Parks in a Changing Scene", Gov. Thomas L. Judge, pp. 35-37.

• The Coal Tax: Helping to Provide Parks for Montana. Helena: Montana Department of Fish and Game, January 1979. (100 copies).

• Fort Owen State Monument. Helena: Montana Department of Fish and Game, March 1979.

• Lost Creek State Park. Helena: Montana Department of Fish and Game, Jan. 1979. (25 color copies) (25 black and white copies).

• Giant Springs - Heritage State Park. Helena: Montana Department of Fish and Game, Feb. 1979.

• Roche Jaune. Helena: Montana Department of Fish and Game, February 1979.

• Lampe Flume State Park. Helena: Montana Department of Fish and Game, Jan. 1979.

• Silos. Helena: Montana Department of Fish and Game, March, 1979.

Karen Shiver. Directory of Outdoor Recreation Services for the Handicapped in the State of Montana. Department of Health, Physical Education and Recreation, Montana State University, June 1979. 51 pp. (500 copies).

• The Land and Water Conservation Fund. In a Time of Restraint and Change. Helena: Montana Department of Fish and Game, May 1979.

• Lewis & Clark Caverns. Helena: Montana Dept. of Fish and Game, May 1979.

• Black Sandy State Recreation Area. Helena: Montana Department of Fish and Game, March 1979.

• Max Shika State Park. Helena: Montana Department of Fish and Game, Feb. 1979.

• Max Shika State Park Recreation Plan. Helena: Montana Department of Fish and Game, Feb. 1979.

• Monteith Memorial Master Site Plan. Helena: Montana Department of Fish and Game, Jan. 1979.

• Montana's Snowmobile Program. Helena: Montana Department of Fish and Game, 1979. (Three color types).

• Bannack State Park. Helena: Montana Department of Fish and Game, May 1979.

• Pictograph Caves State Park. Helena: Montana Department of Fish and Game, Nov. 1979.

• Annual Report: For 1977-1978 Fiscal Year ending June 30, 1978. Parks Division, Montana Department of Fish and Game, David G. Conklin, Helena: Montana Department of Fish and Game, Feb. 1979. 27 pp.

• Design for Tomorrow 1977-1990. Helena: Montana Department of Fish and Game, November 1978. 48 pp.

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**PARKS  
PERSPECTIVE**

**LOOKING FORWARD**

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## The River Floating Issue



Water-oriented recreation has long been a favorite of Montanans. The Department of Fish, Wildlife and Parks operates more Fishing Access Sites than State Parks, Monuments, and Recreation Areas combined. In fact, with few exceptions, recreation sites are located on the shores of a river or lake.

The 1976 Summer Recreation Survey, conducted as a part of the Statewide Comprehensive Outdoor Recreation Planning Process, indicated that river floating was gaining popularity in Montana more rapidly than the growth of the state's population. This trend appears to continue today. To assist floaters with their

route and interpretation of river features, a river guide has been published for the Smith River\* between White Sulphur Springs and Great Falls and the Blackfoot River near Missoula. The majority of land bordering both of these rivers is privately owned making convenient public access and shoreline use possible only by close cooperation between the Department of Fish, Wildlife and Parks, affected landowners, and federal agencies in certain cases.

The world renowned Madison River in southwestern Montana has been receiving attention for the past two years from a special study committee appointed by the Fish and Game Commission. Serving on the Committee are six concerned individuals from various interest groups, including two Department of Fish, Wildlife and Parks employees. The Committee has paid particular attention to boat/bank fisherman conflicts due to crowded use conditions.

A final report was submitted to the Fish and Game Commission by the Committee on November 8, 1979. Among the recommendations, the Committee suggested that a moratorium be created on new outfitters and guides on the Madison River while a statewide river study committee is established and allowed to complete their work. The main thrust of the statewide committee would be to consider the feasibility of regulations to control the number of boats using state waterways. In March, 1980, the Fish and Game Commission adopted a motion to carry out this recommendation. The committee is expected to require about one year to complete its work.

Landowner complaints of trespass and littering resurfaced in 1979 on a portion of the Smith River and on the Dearborn River between Great Falls and Helena. Many other Montana rivers and streams are receiving considerable floater use and possess a growing potential for similar management problems. It is imperative to establish a compatible relationship between landowners and floaters to preserve both the

\* U.S. Government Printing Office Publication #851-772

recreation potential of these streams and the landowners' rights. A number of approaches will be considered:

- a) purchase, lease, or obtain easements on launching and landing sites
- b) purchase, lease, or obtain easements on recreation and camp sites
- c) indicate, by signing, shoreline available for floater use as well as shoreline which is off limits
- d) separate floater use areas, by fencing, from surrounding private property
- e) enact special use regulations
- f) implement enforcement patrols

During the summer of 1980, on-site studies will be made of certain Montana rivers. To be included will be the Smith River on which will be stationed a summer River Ranger. Enough insight is hoped to be gained to provide for sound river management and landowner relations in the future. A progress report will be available by June 30, 1981.

## The Law Enforcement Issue



Inadequate law enforcement of state park regulations has long been a problem resulting in unpleasant visitor stays and costly vandalism at State Park System sites. Means must be found to either increase the level of law enforcement available from the Department's Enforcement Division, supplement the Enforcement Division's efforts, or both.

The Department's ex-officio program has worked well in the past as an enforcement supplement and should be continued. This program is designed to make selected Department employees proficient at law enforcement techniques to be applied during the normal course of duties. Nearly half of all permanent park employees are ex-officios and additional employees will be trained during the early months of 1980.

An innovation in the ex-officio program is to give enforcement training to carefully screened recurrent *seasonal* park employees. For the first time, during the 1979 summer season, this concept was tried with one seasonal employee and seemed to work well. Seasonal caretakers and maintenance workers are in constant contact with the public and with proper training combined with inherent good judgment, they could provide a significant improvement to our enforcement coverage. Dependable seasonal personnel could be hired for enforcement work exclusively, providing even more intense enforcement coverage. In no way would this be a substitute for traditional law enforcement coverage by the Enforcement Division. In the case of technical or violent infractions, a warden will be requested to deal with the offender. Enforcement training for selected seasonal employees will be expanded prior to and during the summer of 1980.

Another new approach to the improvement of park law enforcement might be hiring permanent park-oriented wardens. These individuals could be law enforcement specialists in the Enforcement Division and would not do exclusively park-oriented enforcement. They could be stationed in districts which demand special attention to parks matters. These individuals should have special interest, qualifications, and training in recreation and parks.

In the coming year, we will:

- 1) strive to enlarge our ex-officio force among permanent as well as seasonal employees.
- 2) explore the feasibility of hiring a recreation-oriented warden to be stationed in some of the more park-laden warden districts. Attention must be given to the related budgetary restrictions of adding a warden to the force.
- 3) consider enforcement costs as part of the projected maintenance costs of new acquisitions.

By June 30, 1981, a progress report will be prepared.

## The Wilderness Issue



The study of prospective wilderness areas in Montana was a major activity in 1979 for many government agencies and individuals in the state. The U.S. Forest Service was involved with RARE II (Roadless Area Review Evaluation) and the Montana Wilderness Study Act, while the Bureau of Land Management concentrated effort in their own wilderness review process.

In January, 1979, the U.S. Forest Service submitted to the President a Final Environmental Statement on RARE II classifying all areas reviewed into three management categories--wilderness, non-wilderness, and further study. The President made his recommendations on areas in the RARE II study which included some boundary changes to Congress in April, 1979. Congress is now evaluating the RARE II findings.

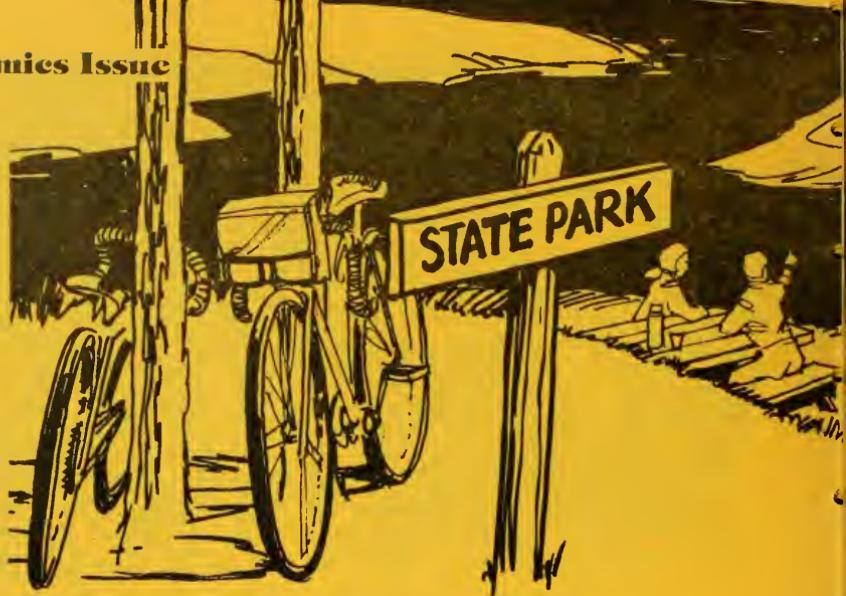
The Montana Wilderness Study Act of 1977 (Public Law 95-150) identified nine geographic areas to be studied by the U.S. Forest Service for their suitability to be added to the Wilderness Preservation System. Recommendations for these areas by the U.S. Forest Service must be made to Congress by 1982. Part of the study process in 1979 included public workshops. Here, the public identified issues that they felt should be incorporated into the study and addressed in the final recommendations.

The Bureau of Land Management continued their wilderness review process in 1979 by completing a statewide initial inventory of proposed wilderness study areas in Montana and by completing an intensive inventory for the Butte District--Rocky Mountain Overthrust Belt. The public was given the opportunity to comment on both studies.

The Department of Fish, Wildlife and Parks is following the wilderness review processes of all the agencies. Though the Department does not have any land that is or will be included in the Wilderness System, it can and does make recommendations to the management agencies and to Congress when Department concerns are involved.

In addition, Ron Holliday, Parks Division Administrator, represents the Department as a member of the Governor's Wilderness Advisory Committee. This committee is also following the wilderness review processes and will make recommendations to the Governor as they are needed.

Montana has over 3.3 million acres in 13 designated wilderness areas. In 1979, an additional 3.3 million acres were considered under wilderness studies. Keeping Montana's recreation and wildlife resource interests in mind, the Department of Fish, Wildlife and Parks will continue to be involved in the construction process of the National Wilderness Preservation System.



On April 30, 1979, the "Wall Street Journal" reported that Winnebago motor home production was being cut by about 14% because of real and threatened gasoline shortages. In 1979, Yellowstone National Park saw 28% fewer visitors and according to the August, 1979, issue of "Parks and Recreation" magazine, state park attendance in some states dropped by as much as 31% during the 1979 summer season. The most logical explanation for these declines is the price and availability of fuel. In spite of overall declines in visitation, "Parks and Recreation" goes on to say, "...facilities surrounding major urban centers where gasoline supplies are most limited are showing attendance hikes." Park managers in Montana have noticed the same phenomenon.

There is little doubt that economic and energy trends are causing changes in use patterns at recreational facilities throughout the nation, including Montana. The question is 1) how can the State Park System remain accessible to a less mobile society, and 2) how can the State Park System be maintained and operated with a less mobile maintenance crew.

On June 28, 1979, the Governor directed that fuel consumption by all state agencies be reduced by 15%. The resulting reduction in operation and maintenance travel could cause noticeable declines in park services. However, we will try to maintain these services at an acceptable level by keeping administrative travel as modest as practical, thus reserving a greater proportion for operation and maintenance travel. To meet this objective, the following guidelines will be followed.

- 1) only the most pertinent out-of-town meetings will be attended
- 2) public transportation will be used when feasible
- 3) long distance phone calls will be used to replace travel when feasible
- 4) jobs will be combined to reduce trips
- 5) the vehicle most economical and yet suitable for the job at hand will be used

Well-maintained parks will serve no purpose, however, if visitors cannot reach them. The Department of Fish, Wildlife and Parks might encourage fuel conservation in the public sector in a number of ways. For instance, we could:

- 1) Select for acquisition and development those sites which are closest to major centers of population.
- 2) Attempt to direct recreationists to "energy conserving" activities through advertising and public information.
- 3) Encourage "destination" camping by providing the potential for a variety of activities at recreation sites.

The first method above will result in fuel savings provided that facilities developed near population centers possess real recreational value. The 1979 Old West Regional Commission non-resident survey indicated that as gasoline prices

reach \$1.25/gallon, 30% of the nonresidents who visited Montana in 1979 will recreate closer to home. By the time this document is published, regular gasoline will probably be selling for this amount. If nonresidents react as they said they would, and if Montanans react in a similar fashion, we can expect a great demand for recreation facilities near population centers. Greater emphasis will be placed on acquiring and developing such areas.

The second method of promoting fuel conservation mentioned on the preceding page deals with the Department's role in publicly promoting fuel conserving recreational activities. At first glance, this approach seems to be sound. However, which activities actually do or do not conserve fuel? Cross-country skiing or hiking are relatively non-energy consumptive forms of outdoor recreation. However, if skiers or hikers must drive great distances to enjoy their sports, they may burn more gasoline than snowmobilers or water skiers who have facilities available near their homes. Non-consumptive forms of recreation are determined not only by the activity, but also by the "starting point" of the recreator. Very little research has been done in Montana regarding the actual energy consumption of various outdoor recreation activities.

Outdoor recreation-oriented travel is an important segment of Montana's economy. Uninformed hasty actions attempting to influence recreation use patterns could needlessly impair travel and recreation related businesses which have already been hard hit by travel reductions. More information is needed on public attitudes and energy consumption by various activities before drastic actions are undertaken in an attempt to influence recreation use patterns.

A third method by which the Department could assist the recreator in conserving fuel is to provide more "destination" facilities. At a "destination" facility, a family could find enough activities at or very near one site to entertain itself for all or at least a large portion of its vacation. This would reduce the family's need to travel to one area to go water skiing, drive to another place to go hiking, and yet another to camp. Many recreation sites do not have this potential

while many others are already serving a destination purpose. Multi-purpose potential will be a greater factor in the selection process for future state recreation sites and facilities.

The federal agencies should also encourage more destination use on recreation lands they administer. To accomplish this will probably require more intensive coordination with state and local governments and with the travel industry. It is a laudible goal, however, and should be pursued.

## Additional Special Efforts



### Interagency Coordination

Coordination between government agencies prevents duplication of effort and provides for sound management decisions as a result of more complete information. Interagency coordination is being achieved in a number of ways.

Several members of the Parks Division have taken active roles in the Rural Area Development (R.A.D.) committee's recreation subcommittee. This committee brings together city, county, state, and federal agencies as well as private concerns to discuss recreational needs in the State of Montana. The recreation subcommittee is presently exploring the possibility of promoting "destination" type vacations in Montana to allow fuel conservation while recreating and thus preserving the state's tourist economy. Participation on this committee will continue.

The Department is now in the planning stages of a natural area inventory. This would tabulate areas of special interest due to such characteristics as archaeological sites, the presence of an endangered species, historical sites, and so on. The Department of State Lands has need for a similar inventory to meet requirements of the Federal Surface Mining Control and Reclamation Act of 1977, Section 522. In order to pool resources and cut cost, the Department of State Lands and the Department of Fish, Wildlife and Parks may develop this inventory as a joint project.

In addition, Ron Holliday, the Division Administrator, sits on the Governor's Wilderness Advisory Committee. This Committee is composed of five representatives from five state agencies. They work closely with their respective department directors and recommend wilderness policy for the state.

## **Intraagency Coordination**

Often times the efforts of one division of the Department of Fish, Wildlife and Parks can benefit the users served by another division. For example, hunters may find a recreational river guide useful, or a group of picnickers may enjoy a day at a fishing access site. In order to enhance this state of symbiosis and enlarge on it where possible, close intra-agency coordination is required. Department staff meetings and regional meetings provide the foundation for this coordination.

At the planning level, participation in the Executive Planning Process requires extensive interdivisional communication and policy guidance from the director and the Fish and Game Commission. The Executive Planning Process charts the direction for the entire Department and is a biennial report to aid the Governor's office in budgetary decisions. During the present Process, planners from the Fish, Wildlife and Parks divisions have coordinated very closely.

Opportunities will continue to be seized upon which will stimulate intra-agency coordination.

## **Regional Management Planning**

As the name implies, the Statewide Comprehensive Outdoor Recreation Plan (SCORP) is a "state" plan. As such, it does not provide detailed planning to address specific local needs. To provide this detailed planning, each of the Department's seven administrative regions could identify its own needs and course of action within its own "mini plan."

Region 7, the Miles City area, will act as the pilot region in this effort. A regional management plan will be written by July 1, 1980. If, at that time, regional management planning appears to have real potential, we will explore the possibility of concentrating on regional planning.

Related to regional planning are regional accomplishments. An annual report of camping fee collections and visitation is prepared by each region in the fall of each year. These reports are valuable in determining use trends at various sites as well as income generated by camping fee sales. The reports may also assist in the identification of sites whose use may warrant further improvements. However, the annual reports are not as comparable between regions as might be desired because of varying formats and procedure in collecting data. Before the next reporting period (September 30, 1980), a standardized reporting form will be developed for trial use.

## **Critical Areas Inventory**

Section 522 of the Federal Surface Mining Control and Reclamation Act of 1977 requires the existence of a data base and inventory system to determine lands unsuitable for surface mining. The State Lands Department is responsible for administration of this law in Montana. Such a data base is not yet in existence. An inventory of the cultural, natural, and recreational resources of the state could be invaluable to state, local, and federal agencies and interested citizens.

Because of the common interest, the project may become a joint venture between the Department of State Lands, the Department of Fish, Wildlife and Parks, and other interested state agencies. The Department of State Lands has advertised a Program Manager position for the purpose of coordinating

the needs of all agencies into the inventory process. This individual should be hired by mid 1980.

The inventory is still in its planning stages but could be completed by use of state employees or by contract. Several options are now being considered.



## **State Lands Inventory**

The objective of this inventory was to describe and quantify certain landscape attributes which must be considered to determine the recreational potential of nearly 5 million acres of state land (school trust land). This land is administered by the Department of State Lands and the Forestry Division of the Department of Natural Resources. Attributes such as topography, vegetative cover, water availability, and scenery were rated on a scale of 0-5. Parcels were then graded on the basis of total scores accumulated by their individual attributes and given a grade of A, B, or C. "A" indicates a high cumulative score.

The inventory was completed in 1978. In 1979, members of the Mathematics Department at Montana State University in Bozeman were contracted on a cost sharing basis between the Department of State Lands and the Department of Fish, Wildlife and Parks to enter all of the accumulated data on computer tapes for retrieval purposes. Department regional supervisors have been acquainted with the system and instructed on data retrieval procedure.

Unleased school trust lands are available for lease to anyone. A procedure will be proposed to the Department of State Lands by the Department of Fish, Wildlife and Parks by which a lease request can be processed in a smooth and systematic manner on available parcels. The procedure should be finalized by September 30, 1980.

## Private Sector Financial Support

The Department of Fish, Wildlife and Parks has had good success in attracting sizable land donations for inclusion into the State Park System. Some of the most outstanding examples of this include Wildhorse Island, Salmon and Placid Lakes, and Mount Haggin; all of which are in western Montana.

Additional donations are now being negotiated. The Parks Division will aggressively pursue a program to identify prospective donors and make them aware of the benefits of land donations or easements to the public.

## SCORP Issues

Montana will update and republish its Statewide Comprehensive Outdoor Recreation Plan (SCORP) in 1983. A principal part of this plan will deal with specific issues, recreational activities which should receive special attention. The assignment of "issue" status could be due to any number of reasons--a lack of facilities, environmental or economic concerns, or simply because the activity attracts so much interest.

Issue identification will be accomplished by several means. Issues have been and will continue to be identified by Department personnel's formal and informal interaction with the public. If people are unhappy enough about a situation under the Department's influence, the Department will hear about it even without its invitation. But it is not enough to simply wait for complaints to filter in. The Department must go to the people which it serves. This is exactly what will be done during the early months of 1980. The Department of Fish, Wildlife and Parks will make a statewide survey to determine the public's evaluation of the Department's performance, what areas and in what ways that performance may be improved, and what additional roles the Department should assume. The results of this survey, which should be available by mid-summer 1980, will provide a basis from which to select issues for more intensive study.

Each month from February through June of 1980, a member of the planning staff will attend club or association meetings of various special interest groups--cross-country ski clubs, 4WD clubs, etc.--to discuss their concerns and needs. They will also attend public meetings on a wide variety of topics. We hope to sample a wide variety of groups in this way to assist in issue identification for the fiscal year 1980-81 action plan. Some or all of these issues or concerns could well develop into 1983 SCORP issue papers.

Issues to be studied during the 1980-81 fiscal year will be identified by June 30, 1980.

## **Schedule of Completion for Actions in Identified Areas**

<u>Area of Action</u>	<u>Date of Completion</u>
Law Enforcement Report .....	June 30, 1981
Report on River Floating .....	June 30, 1981
Wilderness .....	Ongoing
Energy .....	Ongoing
Interagency Coordination .....	Ongoing
Intra-agency Coordination .....	Ongoing
Regional Management Planning	
Region 7 Plan .....	July 1, 1980
Standardized Annual Report Form .....	September 30, 1980
Critical Areas Inventory .....	Ongoing
State Lands Inventory .....	September 30, 1980
Private Sector Financial Support .....	Ongoing
SCORP Issues	
FY 80-81 Issues Identified .....	June 30, 1980

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